



Wickliffe, Ohio

March 2022

diagnostic report

This report was prepared by ZoneCo, LLC to assess the zoning along the Euclid Avenue study area in Wickliffe.



ZONE
NECO^{LLC}

Euclid Avenue Diagnostic Report



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As a gateway in and out of the City, Euclid Avenue has long been an underutilized asset. The City of Wickliffe is undergoing a process to envision a corridor of community pride and economic investment – a destination to encourage high-quality development, attract visitors, and enhance the experience for existing residents and businesses.

-We Plan Wickliffe

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1. INTRODUCTION

As the community embarks on the Euclid Avenue Redevelopment Plan (the “Plan”), it will be essential to consider the zoning of the corridor as an important implementation tool to achieve the overall vision. Many municipalities are finding value in providing flexibility within corridors so that they can meet the evolving needs of their business community and residents.

There is a growing consciousness that building form and design can have an unconscious effect on patrons, and contribute to the general appeal of a place. Our goal will be to make recommendations that, to the greatest degree possible, facilitate vibrancy on Euclid Avenue in a way that meets the needs of businesses and facility operators while creating an appealing environment for residents.

A zoning diagnostic serves to illuminate issues within the Planning and Zoning Code (“PZC”) that are creating barriers to achieving the City’s vision or inefficiencies in process. This diagnostic review focuses on provisions that directly affect redevelopment on Euclid Avenue. The review of the PZC was exhaustive and assesses policy goals, procedures, and development standards.

Through this process, we hope to better understand exactly how the PZC can be amended in clear and specific ways to promote the goals for Euclid Avenue in the Plan.



WICKLIFFE, OH



2. GENERAL PRINCIPALS APPLIED

Zoning should regulate only what needs to be regulated.

First and foremost, zoning regulations should place limits on the use of land only when necessary to promote the general welfare. Regulations that do not relate to public interests, such as health and safety, may overstep the police power granted to cities and may not be legally defensible.

Zoning should respect both existing and desired development patterns.

Zoning regulations should relate to a community's existing and desired development patterns. When regulations are out of context with existing or desired development patterns, land owners may need to apply for numerous administrative approvals and variances for typical development projects, which increase the cost of investment in a community. Furthermore, processing such administrative approvals and variances can burden government departments.

Zoning should be the implementation of a plan, not a barrier to achieving the vision.

Zoning should be a tool to implement a community's vision as expressed in its long-range planning documents. In many instances, a community invests time, funds, and energy into the development of plans, but zoning regulations are overlooked or revised over time in a disjointed manner. This scenario leads to outdated, inconsistent, and disorganized zoning regulations that are cumbersome, intimidating, and costly for property owners and administrators, alike, and impede planning goals and economic development. On the other hand, a comprehensive update to the zoning ordinance within the long-term planning process allows for clear, usable, defensible, and consistent regulations that operate efficiently to protect the public's interests and encourage desired outcomes.

3. METHODOLOGY

The Euclid Avenue diagnostic analysis is first completed in a spreadsheet that lists relevant sections of the PZC and provides an analysis of each section. The focus of this analysis is the Euclid Avenue Corridor study area. Therefore, we reviewed sections of the PZC that apply specifically to the study area. We reviewed applicable policies, procedures, and generally applicable regulations in addition to the standards within the following zoning districts located within the study area:

Abbreviation	Zoning Districts Reviewed
GB	General Business
RMF	Multi-Family
IR	Institutional & Recreational
OB	Office Building
TC	Town Center
CM	Commercial/Manufacturing

Throughout the analysis, we identify provisions we determined to be problematic, or whose outcomes need to be further studied for potential negative externalities. Any provisions identified for review or revision have been organized into three separate categories: 1. Policy; 2. Procedures; 3. Standards.

We have defined these categories as follows:

1. **Policy:** Overarching statements that are prescriptive in nature and guide the standards and procedures contained within the PZC.
2. **Procedures:** Essential steps or activities that must be taken to comply with the

PZC for an applicant to legally partake in the development or alteration of a site or structure.

3. **Standards:** Zoning regulations that directly apply to how a building or site can be altered, expanded, improved, or developed.

This organization method will permit the City to effectively undertake revisions in a strategic manner. For example, the City may want to first focus directly on development standards for the corridor, while taking up procedural revisions at a later date. The identification of policy-based statements will permit the City to easily identify sections that need to be updated to reflect the goals of the Euclid Avenue Redevelopment Plan.

This analysis also includes a general assessment of the PZC for organization, clarity, conciseness, and consistency. This report contains separate recommendations for those items.

At the outset of the analysis, we studied existing land uses and development patterns. Distinctive development patterns and uses are identified as hubs. The city should employ a multi-pronged policy approach to leveraging the existing assets and opportunities within each of the hubs. The hubs are identified and reviewed on the following page.



4. CONTEXT

EUCLID AVENUE

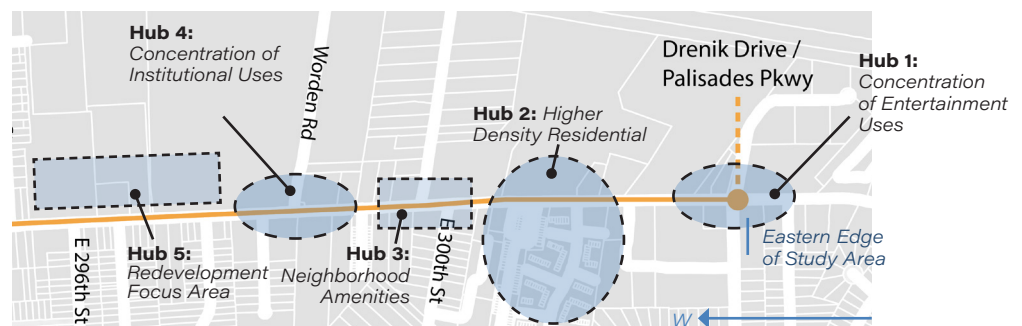
There are 21 intersections that feed into Euclid Avenue, with the most auto-oriented development patterns located at either end of the study area. Euclid Avenue is comprised of four traffic lanes, two travel lanes in each direction with no on-street parking. Euclid Avenue should be a magnet for the residents that can access the corridor through the 21 feeder streets. There are concentrations of distinctive development patterns or uses; it appears that these concentrations were formed by distinctive eras of development. Although the vision for each unique section of Euclid Avenue should come from the community, the City should combine policy approaches to leverage the opportunities and assets. One definitive advantage that Euclid Avenue has over many aging commercial corridors is the relatively high concentration of mature local businesses.

Euclid Avenue is also called Highway 20, and it is maintained by the Ohio Department of Transportation. It is a regional thoroughfare, however, there are sections of Highway 20 within the Cleveland Metropolitan area that have been narrowed to accommodate neighborhood conditions - for example, where it turns into W. Clifton Boulevard/Sloane Avenue, traffic is reduced to two lanes and there is on-street parking. Another example is in downtown, where there are dedicated bus lanes, reducing it to two travel lanes. A similar approach could be appropriate for Wickliffe where there is a desire for greater walkability.

The unique character areas identified are illustrated below.

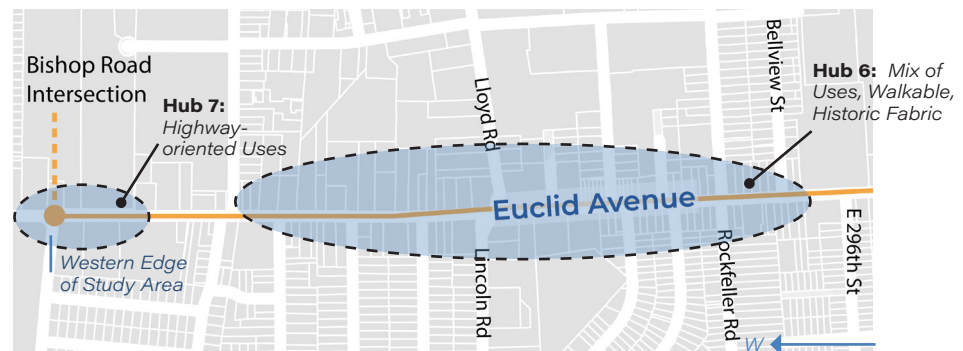
Eastern Portion of Euclid Avenue Study Area

The eastern portion of Euclid Avenue contains five areas with either distinctive uses, or distinctive development patterns.



Western Portion of Euclid Avenue Study Area

The western portion of Euclid Avenue contains a stretch of historic development with setbacks that are more conducive to walkable, granular development patterns. The far west portion of the study area contains highway-oriented uses that developed around the Euclid Avenue exit of Highway I-90.



Hub 1: On the far eastern portion of Euclid Avenue, there is a concentration of entertainment uses in the form of a bowling alley, event center, and bars. Although other commercial uses exist, this could be an ideal location to concentrate recreation or entertainment-oriented uses. It could become a destination for entertainment activities.

Hub 2: There is a distinctive section of higher density residential structures on Euclid Avenue around the intersection with Ridgewick Drive. This density is positive; it is very likely that these residents are heavy users of the business district. High density residential units should be maintained at this site, and the further addition of residential units at a similar scale should be explored throughout the study area.

Hub 3: There is a concentration of neighborhood-oriented uses within Hub 3 - a local grocery store, a coffee shop, the American Legion, hair salon, an art/frame shop, and pizza shop. This is likely serving local residents and these neighborhood-serving uses should be promoted.

Hub 4: There is a concentration of institutional uses within this section of Euclid Avenue. There is the large complex for the Our Lady of Mt. Carmel Church and School, Mater Dei Academy, the Wickliffe Fire Department, and the former ABB Automation building, which was previously a large employer. The next use within the ABB Automation should be compatible with the uses in the immediate vicinity.

Hub 5: There is a large undeveloped site within Hub 5, bordered by vacant properties to the east. This hub will be a focus for redevelopment.

Hub 6: The development patterns on this portion of Euclid Avenue are the most granular, with setbacks close to the street and a greater concentration of historic structures. This area should maintain and build on its pedestrian environment and variety of smaller local businesses.

Hub 7: Given the proximity to I-90, auto- and highway-oriented uses have concentrated in this portion of the study area. Services and businesses that serve the highway traffic are likely to continue in this area.

Each hub can be named and marketed to foster interest, create a sense of place, and attract investment.

Current Zoning

The current zoning applied to Euclid Avenue is largely Euclidean zoning (the similarity in name is coincidental due to the historic connection of this form of zoning to a Supreme Court case from Euclid, Ohio). Euclidean zoning separates land uses into discrete districts, like residential districts, commercial districts, office districts, and industrial districts. This method of zoning dominated the United States for the latter half of the 20th century, and facilitated auto-oriented development patterns - separating home, from work and shopping means that daily trips are rarely in proximity to each other. This is in contrast to how cities were built prior to zoning and prior to the broad adoption of the private automobile - home, work, and shopping could be reached by foot or some cases, public transportation. This is why historic districts are often the most walkable place in a city - they were built prior to zoning, and before people could transport themselves by car.

In the 21st century, there has been a movement away from pure Euclidean zoning. It is still appropriate in some cases, but when it comes to the places that people inhabit most frequently - where they live, work, shop, and play - there is a desire to move away from full separation of these uses. This is especially true in business districts where offices, services, retail, and multi-unit living can co-exist without substantial differences in intensity. Furthermore, business districts are more viable when there is flexibility to accommodate a variety of uses. Single-use structures are myopic in their functionality, and are less versatile than buildings that can be marketed to a range of users or tenants.

An additional reason why there has been a movement away from Euclidean zoning is that it can lead to unappealing design that prioritizes auto-oriented architectural and site features. Structures take the form of large functional boxes with seas of asphalt in front. Given that they were built for a single use and often zoning only permits a narrow range of uses, marketing this type of building after the original use ceases can be challenging. These environments can feel desolate if a business district starts to experience vacancy, which can lead to more vacancy and diminished appeal.

Alternative Zoning Approaches

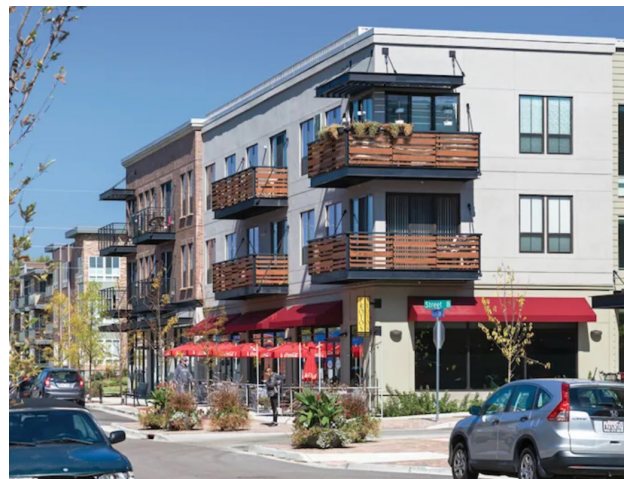
In order to reverse the shortcomings of Euclidean zoning, alternative zoning methodologies have gained in popularity and prevalence in the 21st century. One such alternative is the form-based code (FBC).

The Form-Based Code Institute describes this methodology as follows: “A form-based code is a land development regulation that fosters predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code.... Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.”

A clear advantage of an FBC is the flexibility in uses. There is a focus on more compact development, which utilizes land more efficiently. Research has shown that compact mixed-use development patterns bring in substantially more tax revenue per square foot of building space than do “big box” commercial building formats.¹ These financial benefits for communities are compounded when considering that infrastructure is used more efficiently through compact development patterns.

FBC standards that pertain to design and building form foster character and high quality architecture. The form-based process involves a community visioning process at the outset. The consensus building exercise at the beginning of the process is intended to help guide the development of the code, but it also eliminates the need for further project design review given that the community has already articulated their desire for the built form through the regulations within the form-based code.

Zoning that is less focused on use separation and more focused on high-quality urban form could be an appropriate zoning strategy for Euclid Avenue.



Form-Based Infill Development, Source: probuilder.com



Form-Based Infill Development, Source: bhamnow.com

¹ Congress for the New Urbanism. “Best Bet for Tax Revenue: Mixed-Use Downtown Development”. <https://www.cnu.org/publicsquare/2010/09/13/best-bet-tax-revenue-mixed-use-downtown-development>. 2010.

5. FINDINGS

OVERVIEW

The City's goal is to make the Euclid Avenue Corridor "a destination to encourage high-quality development, attract visitors, and enhance the experience for existing residents and businesses."¹

An opportunity for re-zoning lays in the reconnection of Euclid Avenue to the neighborhoods. Although Euclid Avenue will always serve some amount of I-90 and commuter traffic, that does not mean that the corridor should turn its back on the adjacent neighborhoods. Zoning at intersections with feeder streets should be articulated to create a visual bridge on Euclid Avenue to neighborhood cross-streets. Euclid Avenue should be viewed through a different lens; it is a series of unique places and hubs, instead of a linear stretch.

Although the following sections contains specific recommendations pertaining to the code and the zoning districts along Euclide Avenue, some main themes emerged with regard to the existing regulations:

1. Remove Euclidean zoning and use-based districts that needlessly separate compatible commercial uses like retail, office, services, residential, and employment uses, and limit flexibility. Euclid Avenue zoning districts should permit a broad mix of compatible uses and focus more on desirable form and design;
2. Remove arbitrary standards that artificially limit building envelope or site design without accomplishing a clear goal (ie. unit per acre standards, or lot size per unit standards, minimum lot coverage);
3. Permit compact multi-unit residential development in and around the corridor by-right (not as a conditional use) and remove development constraints;
4. Permit a variety of employment uses by-right (not as conditional uses) and ensure that it is developed in a compact way so that it does not break up the continuity of the district;
5. Approach parking regulations strategically; promote shared parking and reduce parking minimums, especially on historic sites developed prior to the proliferation of the personal automobile;
6. Maintain and promote the granular development patterns in the current TC and

revise zoning to accommodate mixed-use development patterns that provide flexibility in use and certainty in form;

7. Review administrative processes to ensure that they are not hindering small building upgrades;
8. Review code enforcement policies and operations to ensure that enforcement officers have the tools to ensure the integrity of the built environment; and
9. Ensure that the code is easy to use; remove blocks of text and ensure that regulations within districts are easily identifiable, accessible, and provide visual references.

In addition to our focus on land use policy, we have also reviewed the code for readability, organization, and consistency. A code that is difficult to navigate, or that contains cumbersome procedures, can also affect the business environment within a City.

As described in the methodology, we organized our assessment into three categories: Policy, Procedure, Standards, in addition to assessing the code organization. Our findings related to these categories are summarized below.

POLICY

Purpose and Intent Statements. It is common for zoning codes to include "Purpose and Intent" statements that highlight the policy objectives guiding regulations. Throughout the document, these statements should be reviewed for consistency with the goals of the Euclid Avenue Redevelopment Plan.

Some zoning districts are grouped together, i.e. the "Business Districts", and they have one purpose statement for all districts that fall within that category. All three of the "Business Districts" are applied to the Euclid Avenue study area. Each zoning district should have its own purpose statement so that the zoning provisions for that district are directly related to the stated goal of the district.

References to Vehicular Traffic. The code should remove references to preventing congestion as an explicit goal. Successful business districts and corridors will always have some modicum of congestion - it is arguable that manageable congestion is positive and indicative of vibrancy.

¹ City of Wickliffe. "We Plan Wickliffe." <https://weplanwickliffe.com/>. 2021.

CM District Application. The CM district exists on a limited number of properties on the north side of Euclid Avenue. Within this portion of Euclid Avenue, there are multiple zoning districts all within close proximity, but with only a few parcels within each district. Instead of maintaining the multiple districts - located where there are compatible adjacent uses - a new district should be created that provides flexibility for the range of commercial and lower intensity employment uses found in that section of Euclid Avenue.

PROCEDURES

Determination of Similar Use. Given how infrequently zoning codes are updated, common modern uses are often absent. Within the PZC, a determination of similar use must be granted by the Planning Commission. Consider the addition of a staff level approval for a determination of similar use that does not require the additional time and cost associated with review by Planning Commission and Council. This will permit the City to more efficiently review the applications of more novel business types that are seeking to invest in the city and locate on Euclid Avenue.

Site Plan. As per section 1303.5, an application for a building permit must be accompanied by a plat and site plan, which must include features like topography, adjacent buildings, natural features, etc. Consider whether small additions/repairs that require a permit can be exempt from providing a full site plan/plat, or whether a more abbreviated site plan could suffice for small projects. For example, a permit is required for a fence, however, a less involved site plan is sufficient for the review a fence.

Change of Ownership, Certificate of Occupancy. The following statement should undergo legal review to determine whether it could potentially interfere with a landlord-tenant relationship: "A Certificate of Occupancy shall be required when there is a change of ownership of the residential one-, two- or three-family building whether or not alterations have been made or required."

Alterations and Certificate of Occupancy. Assess whether the following provision would be prohibitive to making smaller improvements to structures on Euclid Avenue: "A Certificate of Occupancy shall be required from the Lake County Building Department before occupancy of any building which has been altered, remodeled, moved, or changed in use." Better definition is needed to clarify what constitutes an alteration and what kind of improvement can be made to Euclid Avenue properties without requiring a renewed certificate of occupancy.

Architectural Review Board (ARB). An ARB review

can be an effective means of providing guidance for development proposals to ensure consistency with the City's design goals. However, the City should study the development of a form-based code and design standards for Euclid Avenue in order to facilitate the kind of character that the community desires, which may remove the need for additional ARB review. New developments would be compelled to meet specific design objectives, and in exchange, will undergo a simplified development review process. This could reduce the barriers to investment on Euclid Avenue, reduce administrative burden and subjective review, while also ensuring that new development is consistent with the vision.

STANDARDS

Private Recreation/Institutional (IR) District.

There are several instances where the IR district is mapped on Euclid Avenue, such as the public library, the middle school, and Our Lady of Mt. Carmel. Within this district there are extensive provisions related to senior housing, one of which states that the minimum unit size for senior living is 1,100 sf. Seniors often seek to downsize and if they live alone, a 500-600+ sf unit might be sufficient. If housing density is facilitated on Euclid Avenue, senior housing could provide additional units while still also providing a high level of accessibility for seniors that cannot drive. Consider reducing or eliminating the minimum unit sizes in the IR zone.

The lot coverage maximum in the IR zone is 20% in the IR. If the impetus for this standard is concern for the provision of greenspace or adequate parking, then those things should be governed through an impervious surface minimum and minimum parking standards.

A recent strategy that has emerged for business district activation is the incentivization of post-secondary branch campuses in walkable business districts, which contributes additional daytime population to the district. Permitting this use within the Euclid Avenue corridor should be considered.

Institutions often desire signs containing electronic message centers; however this signage type is not permitted in the IR. Discrete electronic message monument signs should be permitted for institutions like schools and places of worship so that they can share information and events with the community. Furthermore, along Euclid Avenue, this will not be out-of-keeping with business signage.

Residential Zoning - Residential Multifamily (RMF). The RMF is the only residential district where multi-unit structures are permitted. This is an equity issues for the City as a whole. Multi-

family units can be a more affordable housing option, yet they are only permitted in 1 of 6 residential districts, and that district is rarely applied within the City. Two-unit structures are permitted in only 2 of 6 districts.

The requirement that all structures include two side yards creates a de facto moratorium on attached housing types. The minimum lot size based on the number of units on-site also constrains the efficient use of land for housing. Apartments and “missing middle housing” should be an encouraged housing type for new residential development in and around the Euclid Avenue Corridor in order to increase vibrancy in the district. The RMF is located in only a few locations on Euclid Avenue. Mixed-use zoning that permits the housing types allowed in the RMF should be considered for the corridor.

Business Districts. All three Business Districts are found within the Euclid Avenue study area. We made the following observations for each:

A. *PERMITTED USES*

1. **Office Business District (OB).** The OB is mapped on only to four lots within the study area. Office and smaller-scale employment uses should be permitted generally on Euclid Avenue at appropriate scales to increase the mix of uses and the daytime traffic in the corridor.
2. **Town Center District (TC).** Traditional mixed-use development is an appropriate development type in the historic portions of Euclid Avenue - it would increase vibrancy and leverage the assets identified in Hub 4. However, the only permitted residential uses in the TC are detached single-family homes and townhouses. Multi-unit residential development, especially in a format that promotes commercial uses on the ground floor, should be encouraged. The permitted commercial uses in the TC are otherwise reasonable albeit in need of modernization. Within the study area generally, prohibit uses like automobile sales, storage facilities, and warehousing uses that will not serve as amenities for residents.
3. **General Business District (GB).** Small-scale office uses should be permitted in the GB to increase the flow of daytime traffic into the corridor and provide greater flexibility.

B. *DEVELOPMENT STANDARDS*

1. **Minimum Lot Sizes for Specific Uses.** Several specific uses (hotels/motels, gas stations, car washes) have specific minimum lots sizes that seem excessively large and arbitrary. Special use standards could arguably address concerns associated with these uses. These lot minimums create challenges for smaller mom-and-pop businesses.
2. **Setbacks.** Properties located on Euclid Avenue have separate, larger minimum required setbacks. Euclid Avenue’s development patterns are relatively close to the street compared to many other aging business corridors in the region. The City should focus on maintaining smaller setbacks that promote visibility of the primary structure from the street, with parking located in the side or rear of the site. Providing this interaction with the building from the street improves the pedestrian environment and has greater potential to create interest from passers-by.
3. **Height Maximum.** There is a two-story height maximum within the TC district. Given that the ideal development pattern would be ground floor commercial uses with residential or office uses above, the City should consider increasing the height maximum in the TC to provide greater flexibility of use.
4. **Site Design Criteria.** The site design criteria listed in 1313.7 are generally positive, however much of the language does not mandate compliance. There are many instances where standards “should” be applied, or where they are “encouraged”. To the greatest degree possible, standards should be developed that applicants must follow except in special instances where an exception is warranted.
5. **Additional Design Standards.** In addition to the architectural features listed, design standards should be developed that create strong corners and strong neighborhood connections. For example, at corners parking may not be located along the connector street or at the front of the building, buildings must be articulated with transparency along the connector street and Euclid Avenue, with flexibility for additional

building height.

Commercial/Manufacturing District (CM). We made the following observations for the CM District:

A. *PERMITTED USES*

1. Uses in the CM. In areas that the city intends for employment uses (i.e. research, technology, etc.), the city should consider the creation of an innovation district that can mix commercial uses and amenities with a wide variety of compatible employment uses. The intent of this district would be similar to the CM, but it would permit a wider range of commercial uses.

B. *LOT AREA AND WIDTH REQUIREMENTS IN THE CM*

1. Minimum Lot Sizes. The minimum lot sizes should be relaxed; the large minimum required lot size ignores the needs of small businesses that may not employ a large number of individuals.
2. Lot Coverage. Replace the maximum lot coverage with an impervious surface maximum. This will permit a more efficient use of the land while ensuring that a minimum threshold of greenspace is maintained.
3. Yard Regulations. The required minimum front setbacks on Euclid Avenue are substantially larger than other locations where the CM is mapped. Consider permitting smaller minimum front setbacks on Euclid Avenue and requiring that parking be located at the side or rear of the building. This will create additional interest from the street and improve the pedestrian environment.

Schedule of Required Off-Street Parking Spaces. It is unclear why row houses and apartments require two spaces per dwelling when other housing types require one space per unit. This discrepancy increases the cost of apartments by applying a different per unit parking metric. The increase in cost is absorbed by the tenant.

Separate or Combined Use of Parking Facilities. Shared parking arrangements are positive in maximizing the use of land for parking facilities in the city. The minimum number of required spaces for shared parking should be decreased from

“the sum of the spaces required for each use,” to a smaller proportion of each use (for example, the parking required for all uses is 100% of the most intensive use, and 50% of the required minimum for each subsequent use that is sharing parking facilities). In the walkable, historic portions of Euclid Avenue, consider removing parking minimums altogether. Historic structures built prior to the widespread adoption of the automobile often do not have sufficient space for parking and requiring it can eliminate opportunities for redevelopment.

ORGANIZATION & USABILITY

Accessibility of Definitions. When businesses and residents pursue development on a site, it is important that they can easily access definitions for clarity. Currently, definitions are scattered across the PZC. Consider consolidating all of the definitions into a glossary in alphabetical order so that they can be easily accessed by the reader.

Modernize Definitions. Some uses listed are outdated; the use list should reflect modern and contemporary uses.

Utilize Tables. Currently, many sections of the code that list permitted uses or development standards are formatted in paragraphs, which creates challenges in locating and identifying the relevant standards.

Gendered Language. Remove instances where specific city positions are listed as “he”, and all other gendered language throughout the PZC.

Special Conditions. The special standards and criteria for uses are listed in each district chapter. In many instances, these passages are lengthy. Consider developing a separate chapter for special use standards in order to streamline the district chapters.

Visuals. Increase the number of visuals used throughout the code to assist with comprehension and usability.

6. CONCLUSION AND RECOMMENDATIONS

CONCLUSIONS

Once the Euclid Avenue Redevelopment Plan has been finalized, it will be important to incorporate goals articulated by the community during the long-range planning process into the zoning regulations for the study area.

There is substantial opportunity to adjust design and development standards to orient the corridor toward neighborhoods, increase connections to the neighborhoods, and create distinct focal points for amenities and gathering places.

Transportation policy over the last 70 years has prioritized the needs of commuters and through traffic over the need for community centers of activity and community character. Euclidean, auto-oriented zoning also contributed to this dynamic. By creating centers of interest through design and investment, Euclid Avenue can become an accessible amenity for residents while still acting as the commercial and mobility spine of Wickliffe. There are tangible form-based and site design provisions that can facilitate this aim.

Presently, Euclid Avenue contains six different zoning districts; they are largely stratified by use with the exception of the TC and GB. The City should decrease the number of zoning districts, and instead of organizing them around uses, there should be flexibility in uses and zoning regulations should reflect the desired development patterns for the various sections of the study area.

Commercial corridors like Euclid Avenue that play a large economic role in a municipality should facilitate flexibility for different types of activities like commerce, low-intensity production, technology, multi-unit residential, and services/amenities, while prohibiting uses that are incompatible. There is a growing body of research that ensuring a threshold of population within close proximity to a business district can increase viability and vibrancy. The City should consider opportunities to increase the population in and around Euclid Avenue through the facilitation of additional multi-unit development, as well as the daytime visitors. Daytime visitors can be increased through increased employment and institutional uses. Development of these uses should be compact with shared parking facilities.

A re-imagined Euclid Avenue Corridor should be friendly to small, local businesses. Within many sections of the code, minimum lot standards should be revised to reflect the increased desire for accessibility and walkability in business districts. Furthermore, excessive minimum lot standards can unintentionally burden smaller businesses that do not have the same space needs as larger businesses.

Building height maximums should be relaxed to facilitate a diversity of uses within a mixed-use environment. Form-based standards could be utilized and potentially eliminate the need for additional design review. The application of form-based standards would be ideal for the Town Center district to facilitate consistency with the existing historic fabric, and a pedestrian-oriented environment.

Parking should be located exclusively at the side and rear of buildings where possible, and exclusively at the rear in the TC, with small front setbacks to improve the pedestrian environment. Shared parking should be promoted to the greatest degree possible.

There are substantial opportunities to simplify the zoning applied to the Euclid Avenue Corridor by removing Euclidean, use-based applications of zoning districts. Within the simplified districts, there should be an intentional focus on form while providing as much flexibility as possible to permit an evolution of uses as the needs of the community evolve over time.

RECOMMENDATIONS

Zoning

- Undertake a reorganization of the PZC to ensure that numeric standards and uses are located in tables that are easy to navigate, and not in paragraph form. Furthermore, add visuals throughout the code to increase readability and comprehension.
- Put special use conditions in a separate chapter. All process-related information should be taken out of the district chapters and moved to an administration and procedures chapter.
- Integrate the objectives from the Euclid Avenue Redevelopment Plan into the

“Purpose and Intent” statements applicable to the study area throughout the PZC.

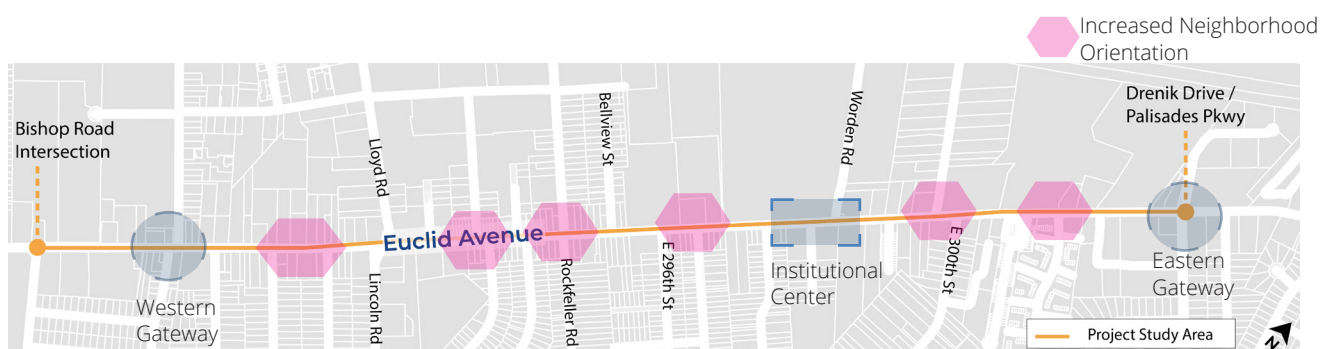
- Clearly identify the distinct development patterns that either exist, or are desired, on Euclid Avenue and carefully calibrate development/design standards to the vision while leaving as much flexibility for uses as possible.
- Modernize the use lists throughout the PZC and their corresponding definitions.
- Increase population and housing diversity in and around the Euclid Avenue Corridor through a relaxation of lot standards, unit sizes, and maximum building heights..
- Ensure that zoning is creating a friendly environment for small and local businesses by ensuring that lot standards are flexible enough to accommodate smaller structures on smaller lots.
- Increase the permitted building height in the TC - a maximum of three (or more) stories would provide additional flexibility for traditional mixed-use development.
- If there are sections of the corridor where the city will focus on employment uses, consider translating the CM district into an innovation district that facilitates a robust mix of commercial and low-intensity employment uses. A market analysis could identify the demand and opportunities for employment uses within the study area.
- Provide reductions in the minimum number of required parking spaces for the installation of shared parking, and consider eliminating parking requirements for the area currently zoned as TC. Furthermore, where parking minimums will be maintained, permit parking only at the side and/or rear buildings.
- Undertake a review of instances where a the PZC states that a new certificate of occupancy is required upon completion of alterations - ensure that it is not discouraging building upgrades. Furthermore, review whether it is legal to retract the certificate of occupancy for a change in ownership for residential structures, which will require an understanding of landlord-tenant law.
- Lot coverage maximums should be avoided

and replaced with more targeted standards. For example, if greenspace is a consideration, implement an impervious surface minimum.

- Reduce the minimum setbacks for Euclid Avenue, and tailor to an environment where the parking is located at the side or rear of the structure, and interest is generated in the building or business operations from the street through visibility.
- Require a minimum transparency for non-residential uses on Euclid Avenue.
- Reduce the constraints for constructing housing for older adults. Senior housing near walkable sections of Euclid Avenue means that older adults will have amenities nearby that does not require driving.
- Tailor design standards and streetscaping standards at higher traffic intersections to facilitate unique character and a sense of place. Streetscaping at intersections should prioritize safe pedestrian facilities.

Design-Based Standards to Promote Neighborhood Orientation

- Facilitate strong community crossroads through site design, for example, parking shall not be permitted on front or secondary streets.
- Promote articulated corners with transparency on both the primary and secondary street.
- Permit additional height at corners with design features that promote visual interest.
- Tailor signage design and orientation toward both the front and secondary street - this may entail relaxed signage regulations on the secondary street.
- Ensure high quality materials on front and secondary facades.
- Promote public art and landscaping at neighborhood crossroads.
- Promote mixed-use structures with ample use flexibility and compact development patterns.
- Mandatory walk-up windows alongside drive-thru windows can increase pedestrian activity.



7. ASSESSMENT MATRIX

Please find the assessment matrix on the following pages.

PART THIRTEEN - PLANNING AND ZONING CODE

Code Section	Policy, Procedure, Standard	Observations and Notations
TITLE ONE - Purpose and Procedures		
Chap. 1301. Title and Purpose.		
1301.20 Title and Purposes	Policy	<p>Within the "Purpose" section in 1301.20, remove the reference to "regulating and limiting population density." Some areas are appropriate for higher population density. There are also inherent equity issues with limiting higher density carte blanche; denser housing types also tend to be more affordable housing types.</p> <p>Furthermore, remove mitigation of vehicular traffic as a goal. Successful, vibrant places will always have some modicum of traffic. This statement places automobile movement above the activation, quality, design, and multi-modal movement within the City.</p>
Chap. 1303. Administration.		
1303.10 Intent	Policy	<p>In Section 1303.10 it says "The provisions of this Zoning Ordinance shall be regarded as minimum requirements, and shall be liberally construed to promote the purposes and intent set forth in the preamble of each chapter." Ensure that the preamble in each chapter is reflective of recent planning goals derived from recent community-oriented long-range planning exercises. Ensuring that the preamble is reflective of current goals also means the municipality will be more attuned to whether the standards within each section help to accomplish those goals.</p>
1303.21 General Procedures	Procedure	<p>Consider whether a "designee" of the Building Commissioner should be named in the administration section. This can reduce administrative burden in some instances where a designee can be appointed for minor administrative reviews.</p>
1303.33 Determination of Similar Uses	Procedure	<p>Consider the addition of a staff level approval for a determination of similar use that does not require the additional time and cost associated with review by Planning Commission and Council.</p>
1303.50 Required Drawings	Procedure	<p>Consider whether small or simple additions/repairs that require a permit can be exempt from providing a full site plan or whether a more abbreviated site plan could suffice for small projects. For example, a permit is required for a fence, however, a less involved site plan is sufficient for to review a fence.</p>

Code Section	Policy, Procedure, Standard	Observations and Notations
1303.7(a)(3) Certificate of Occupancy	Procedure	Consider if there are appropriate situations to exempt the following: "Change in use of nonconforming residential one-, two- or three-family building or use. A Certificate of Occupancy shall be required when there is a change of ownership of the residential one-, two- or three-family building whether or not alterations have been made or required." If a structure would be challenging to adapt to another use, then this could be putting undue burden on occupants.
1303.8(a)(2) Commercial and Industrial Occupancy Permit	Procedure	Consider whether the following provision is prohibitive to making smaller improvements on a structure: "A Certificate of Occupancy shall be required from the Lake County Building Department before occupancy of any building which has been altered, remodeled, moved, or changed in use." Better definition is needed to clarify what constitutes an alteration.
Chap. 1305. Establishment of Districts, Regulations and Map.		
1305.20 Establishment of Regulations	Procedure	Consider the addition of a staff level approval for a determination of similar use that does not require the additional time and cost associated with review by Planning Commission and Council.
1305.60 Architectural Review Board	Procedure	Review by the Architectural Review Board can be an effective means of providing guidance for plans to ensure that development is consistent with the City's design goals. However, the City should consider developing form-based/design standards for Euclid Ave. that remove the need for additional review. New developments would be compelled to meet specific design objectives, and as a result, will undergo a simplified development review process. This serves to reduce administrative burden and subjective review, while also ensuring that new development is consistent with the vision.
TITLE THREE - District Regulations (Districts that apply to Euclid Avenue have been assessed)		
Chap. 1307. Private Recreation/Institutional Districts.		
1307.30(c) Conditional Uses (IR)	Standard	There are inherent equity issues in mandating a minimum unit size of 1,100 sf for senior living facilities. Many seniors live alone, and 1,100 sf is larger than necessary. Additionally, given that seniors are generally surviving on fixed incomes, affordability should be a serious consideration.
1307.50(c) Yard Regulations (IR)	Standard	The lot coverage maximum of 20% is excessive, and not responsive to the needs of the project. For example, some universities strategically locate branch campuses in central areas so that students have access to amenities and opportunities. This is also beneficial for activation and increasing patrons to businesses. This minimum standard eliminates this option as a possibility.

Code Section	Policy, Procedure, Standard	Observations and Notations
1307.8 Signs (IR)	Standard	Signage standards should be relaxed; institutions often seek monument signs with a discrete electronic message center, especially if the facility serves a community function. This is especially common for places of workship and schools.
Chap. 1309. Residential Districts. Euclid Avenue Zoning: RMF District	Standard	
1309.22(6) Schedule of Permitted Buildings and Uses (RMF)	Standard	<p>The city should consider relaxing the high stratification of housing types within the residential districts, including the RMF. The portions of the RMF zoning that are located on Euclid Avenue are positive in that they promote a higher population density in and around the business district, however, mixed-use zoning would be ideal to give greatest flexibility to meet market conditions. The City should continue to promote higher density residential development along the corridor to support the business district.</p> <p>From an organizational standpoint, the lists of permitted uses and development standards should be organized into tables so that the information is accessible and clear. Many of the supplementary regulations (like home occupations, swimming pools, etc.) should be within a generally applicable section given that these items will be located outside of the residential districts in some instances.</p> <p>The measurement explanations for lots should be moved into one location within the code.</p>
1309.31(2)(e) Lot Area Width, Depth, Percent of Lot Covered, Front Yard, Side Yard, Rear Yard, Height (RMF)	Standard	Requiring two side yards means that no attached single family homes can be built. Given the vast increase in building supplies, attached units can assist with affordability. Limiting them entirely is an equity issue as it is a moratorium on more affordable unit types.

Code Section	Policy, Procedure, Standard	Observations and Notations
1309.32 Schedule of Area, Yard, and Height Regulations (RMF)	Standard	<p>The lot area per dwelling unit is excessive and mandates excessively large lots in order to build multi-unit housing. Furthermore, the number of units should not affect lot size - there should be specific standards that apply to building massing and the desired amount of impervious surface. The RMH should be applied close to the Euclid Avenue Business District to provide greater density to support the corridor. These regulations would not permit the a substantial amount of density.</p> <p>The maximum percentage of lot coverage by main and accessory buildings within the RMF is excessively small, and is likely inhibiting the construction of multi-family housing needed to support the Euclid Ave. corridor.</p> <p>The maximum height of three stories for apartments is excessively small; in many municipalities, this is the same height maximum that you would find in single family districts. This will prohibit the addition of unit density near the business district.</p>
1309.60(c) Projections of Building Features (RMF)	Standard	<p>Projections should be permitted to extend 5 feet from the structure (so long as they do not extend into the ROW) - this permits a better pedestrian environment through weather shielding projections like awnings and canopies. These types of pedestrian considerations will be beneficial on Euclid Avenue to increase vibrancy and pedestrian movement.</p>
1309.8 Dwelling Unit Area Requirements	Standard	<p>Consider relaxing the minimum unit sizes in RMH in and near Euclid Avenue to facilitate smaller units for one-person households and households seeking to downsize. This would permit an increased amount of population near the business district.</p>
Chap. 1313. Business Districts (GB, OB, TC)	Policy	
1313.10 Intent	Policy	<p>The intent of each district should be broken out separately - that way the goals of any given district are explicit and can be compared to the zoning provisions to ensure that the provisions are serving the specific objectives. Once the Euclid Avenue Redevelopment Plan is complete, the goals of the plan should be directly translated into the Intent sections of the zoning districts that touch Euclid Avenue.</p>

Code Section	Policy, Procedure, Standard	Observations and Notations
1313.21 Permitted Buildings and Uses in Office Business District	Standard	<p>OB is applied only to four lots within the Euclid Avenue Corridor. The uses within the OB are compatible with the GB district and it is unclear why a separate zone was required. It is assumed that this is a remnant of an adherence to strict Euclidean ideals. This section of the corridor should be translated into a mixed-use district that permits office, commercial, and residential uses.</p> <p>The OB does not permit retail uses by right; office districts should permit retail, restaurant, and <u>service uses to provide amenities for office workers.</u></p>
1313.22 Permitted Buildings and Uses in the Town Center District	Standard	<p>The ideal development pattern for a town center would be ground floor commercial uses with residential structures overhead. Furthermore, residential building types should be geared toward denser housing that can maximize the valuable land within the commercial corridor and house residents that can utilize the business district accessibly. It is unclear why the only housing types permitted by-right in the Town Center are single-family detached and single-family townhouses.</p>
1313.23 Permitted Buildings and Uses in General Business District	Standard	<p>Office uses should be permitted in this district to provide the maximum amount of flexibility.</p>
1313.30 Lot Area and Width Requirements for Specific Uses	Standard	<p>It is unclear what the purpose is for the special lot area requirements for motels/hotels, gasoline service stations, and auto wash establishments; they appear to be arbitrary in nature and are likely inhibiting new ways that these uses might be evolving.</p>
1313.40 Lot Coverage by Buildings	Standard	<p>The lot coverage maximums are excessive; if the intent is to ensure enough space is located on site for required parking and impervious surface, then those items should be regulated through an impervious surface minimum and parking minimums. The low lot coverage maximum also reduces the ability to use land as efficiently as possible within the corridor. This is especially true for the Town Center where there should be a granular development pattern.</p>
1313.5 Yard Regulations	Standard	<p>The setbacks for properties on Euclid Avenue have been increased extensively within all districts. The setback for properties on Euclid Avenue within the TC district should be decreased to zero to be consistent with the historic development patterns there. All other properties on Euclid Avenue should have a setback within the range of 15-40 feet; if community visioning exercises indicate a desire for zero feet front setback minimums on Euclid Avenue, then the zoning code should reflect that.</p>
1313.6 Height Regulations	Standard	<p>The height maximum in the TC district should be increased to permit mixed use developments whereby the ground floor contains commercial spaces with several stories of residential units above.</p>

Code Section	Policy, Procedure, Standard	Observations and Notations
1313.7 Site Design Criteria	Standard	<p>Much of the design criteria listed in 1313.70 is positive, however, many of the provisions use language such as "should" and "encouraged", which doesn't compel the applicant to comply.</p> <p>On Euclid Avenue, front transparency should be mandatory for non-residential uses. The transparency minimum should be between 40% and 60%</p> <p>The setback of 80' in GB is excessive; in all districts, setbacks should be closer to the street with parking permitted at the side or rear (rear only in the TC).</p>
Chap. 1314. Regulated Uses.	Standard	The regulations pertaining to regulated uses are reasonable; consider whether it would be desirable, organizationally, to list specific regulated uses by zoning district.
Chap. 1315. Commercial-Manufacturing and Industrial Districts.	Policy	The CM district exists on a limited number of properties on the north side of Euclid Avenue. Within this portion of Euclid Avenue, there are multiple zoning districts all within close proximity, with only a few parcels within each district. Instead of maintaining the different districts - located where there are compatible adjacent uses - a new district should be created that provides flexibility for a wide range of commercial and lower intensity employment uses.
1315.22 Permitted Buildings and Uses in Industrial District	Standard	Where there is land that the city intends for employment uses that are lower intensity (research, technology, etc.), the city should consider the creation of an innovation district that can mix commercial uses and amenities with a wide variety of compatible employment uses. This district would be similar in intent to the CM district, but it would permit a wider range of commercial uses. A separate district could exist for heavier industrial uses and warehouse/logistics uses - like the Industrial District.
1315.30 Lot Area and Width Requirements	Standard	The minimum lot sizes should be relaxed; the lot sizes assume a large employer needing a large site, however, these regulations ignore the needs of small businesses that may not employ a large number of individuals. This will allow for greater flexibility on Euclid Avenue.
1315.40 Lot Coverage	Standard	Replace the maximum lot coverage with an impervious surface maximum. This will permit a more efficient use of the land and site while ensuring that a minimum threshold of greenspace will be maintained.
1315.50 Yard Regulations	Standard	The yard/setback standards look reasonable, however, consider permitting smaller minimum front setbacks on Euclid Avenue and requiring that parking be located at the side or rear of the building.
TITLE FIVE - General Regulations		
Chap. 1321. Off-Street Parking and Loading.		

Code Section	Policy, Procedure, Standard	Observations and Notations
1321.31 Schedule of Required Off-Street Parking Spaces	Standard	<p>Some of the units from which the minimum number of spaces are calculated from can be challenging to enforce, however, it is likely that they are more dynamic and responsive than parking minimums that are based solely on gross or net square footage.</p> <p>It is unclear why row houses and apartments require 2 spaces per dwelling when other housing types require one (1) space per unit. This discrepancy should be removed.</p>
1321.40 Modification of Schedule		Increase the "walking distance from the building or use" from 400 feet to 600-800 feet.
1321.41 Separate or Combined Use of Facilities	Standard	Given that shared parking arrangements are positive in that they maximize the use of land for parking facilities in the city, the minimum number of required spaces should be decreased from "the sum of the spaces required for each use," to a smaller proportion of each use (for example, the parking required for both uses is 100% of the most intensive use, and 50% of the required minimum for each subsequent use that is sharing parking facilities.
1321.50 Residential Off-Street Parking	Standard	Consider whether there are areas outside of the residential districts, specifically on Euclid Avenue, where the City should consider limitations on the parking of recreational vehicles.
Chap. 1323. Fences		
Chap. 1325. Self-Service/Mini-Storage.		
Chap. 1327. Temporary Uses.		
TITLE SEVEN - Administrative Provisions		
Chap. 1329. Nonconforming Buildings and Uses.		
Chap. 1331. Conditional Use Permits.		
Chap. 1333. Similar Uses.		
Chap. 1335. Appeals and Interpretation.		
Chap. 1337. Enforcement and Penalty.		
TITLE NINE - Other Zoning Regulations		
Chap. 1341. Amending Procedures.		
Chap. 1343. Validity.		
Chap. 1345. Definitions.		
1345.10 through 1345.27	Procedure	Consolidate all of the definitions into a glossary within alphabetical order instead of grouping them by subject area, which may or may not be intuitive to the reader.
APPENDIX - Zone Map Changes Listed		